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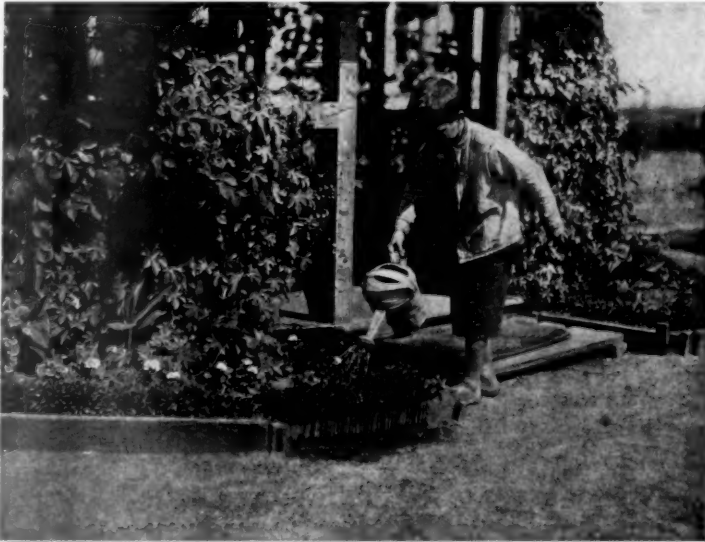
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The Playground

To Promote Normal Wholesome Play and Public Recreation



L. W. Hine

THE CHILDREN'S GARDEN, DE WITT CLINTON PARK

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St. Louis Recreation Commission

THE JOY OF A CONTEST



L. W. Hine

THE THIRD STRIKE

RECREATION SURVEY, MILWAUKEE, WISCONSIN*

MADE FOR THE BOARD OF SCHOOL DIRECTORS
AND THE CHILD WELFARE COMMISSION
OCTOBER AND NOVEMBER, 1911

BY ROWLAND HAYNES

Field Secretary of the Playground and Recreation Association of America

SCOPE OF THIS REPORT

The task assigned in the invitation given by the Child Welfare Commission covered two main topics: first, the gathering of a certain amount of information relative to recreation conditions in Milwaukee; second, the formation of some comprehensive plan whereby the various city departments whose work touches the recreational life of the community might together secure the most efficient results. The commission for this survey made by the representatives of the Board of School Directors called for information on two main topics; first, on what the children and young people of Milwaukee were actually doing for recreation, with an account of the facilities furnished in the way of out-of-door space for play, and of commercial and other amusements; second, on the facilities under the control of the Board of School Directors and their adaptability for wider use for recreation purposes outside of school hours. For brevity this report combines the reports submitted to these two boards and omits certain details in the discussion of the use of certain parts of the school plant for recreation purposes contained in the manuscript report to the Board of School Directors.

PART I—FINDINGS

DENSITY OF POPULATION AND DISTRIBUTION OF YOUNGER ELEMENT IN DIFFERENT WARDS

DENSITY OF POPULATION Preparatory to the survey of the outdoor play space in different parts of the city, a study was made of the density of population and of the proportion of children and young people to the total population in the different

* Shortened form of the report prepared at request of Milwaukee Bureau of Economy and Efficiency printed as one of their bulletins. Combines and condenses two original reports

Reprinted from Bulletin of Milwaukee Bureau of Economy and Efficiency

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wards. Table I shows the density for each ward based on the population as given by the 1910 census and on ward areas given by the City Engineer's office. From this table we see that the average number of people per acre for the entire city is 23.9 and that wards 1, 2, 3, 4, 6, 7, 9, 10, 11, 13, 14, 15 were from 2 to 35 persons per acre above the city average.

TABLE I
DENSITY OF POPULATION PER ACRE—MILWAUKEE, 1910

| Ward | Area Acres | Population 1910 | Population Per Acre | Amount Per Acre Above or below City Average of 23.9 Per Acre |
|-------|---------------|--------------------|------------------------|--|
| 1 | 290.26 | 9,709 | 33.4 | 9.5 + |
| 2 | 239.73 | 10,023 | 41.8 | 17.9 + |
| 3 | 236.11 | 6,252 | 26.4 | 2.5 + |
| 4 | 354.21 | 10,502 | 29.6 | 5.7 + |
| 5 | 532.34 | 10,163 | 19.0 | 4.9 — |
| 6 | 498.51 | 14,002 | 28.0 | 4.1 + |
| 7 | 261.02 | 7,566 | 29.0 | 5.1 + |
| 8 | 552.24 | 11,251 | 20.3 | 3.6 — |
| 9 | 313.39 | 18,472 | 58.9 | 35.0 + |
| 10 | 396.56 | 19,033 | 48.0 | 24.1 + |
| 11 | 1,038.38 | 30,163 | 29.0 | 5.1 + |
| 12 | 723.03 | 13,528 | 18.7 | 5.2 + |
| 13 | 528.63 | 20,318 | 38.4 | 14.5 + |
| 14 | 867.54 | 32,542 | 37.5 | 13.6 + |
| 15 | 574.79 | 17,233 | 29.9 | 6.0 + |
| 16 | 682.92 | 14,507 | 21.2 | 2.7 — |
| 17 | 1,076.89 | 15,523 | 14.4 | 9.5 — |
| 18 | 1,512.90 | 19,602 | 12.9 | 11.0 — |
| 19 | 651.13 | 14,220 | 21.8 | 2.1 — |
| 20 | 1,360.60 | 26,885 | 19.7 | 4.2 — |
| 21 | 929.85 | 21,074 | 22.6 | 1.3 — |
| 22 | 1,099.83 | 19,078 | 17.3 | 6.6 — |
| 23 | 712.00 | 12,211 | 17.1 | 6.8 — |
| Total | 15,222.86 | 373,857 | | |

NOTE: Ward lines are those in force in 1910

The table is deceptive in regard to ward 3. The density appears only slightly above the city average, but when we remember that this ward is taken up largely with non-residence buildings and that a large proportion of the population, probably at least two-thirds, is crowded into the 16 blocks bounded by

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Michigan, Milwaukee and Erie Streets, and the railroad tracks, we find the density in that section which is used for residence purposes to be 59.1 per acre, or 35.2 above the average for the city.

DISTRIBUTION OF YOUTHFUL POPULATION

The density gives a hint of where there is the least space for outdoor recreation; but the kind of recreation which will appeal depends largely on the ages of the people. Thus we find certain wards where the density is high but the percentage of children and young people is low, and the immediate demand for outdoor recreation is less than that for other forms. Table II based on the school census of 1911 shows what percentage of the population of each ward is between 4 and 19 years. From this Table it is apparent that the wards where the largest percentage of children and young people live are wards 6, 9, 10, 11, 12, 13, 14, 17, 18, 19, 20, 21, 22, ward 3 appearing on account of special conditions already noted. These wards are those near or much above the city average of 31 per cent. of the population between 4 and 19 years of age.

Comparing these two tables we find wards 10, 11, 13 and 14 above the average of the city, both in density of population and in the percentage of young people to the population of those wards. Ward 9 has a very high density, the highest of any in the city, and also a percentage of children and young people within one point of the average for the city. Ward 3 is high in density when the amount of space devoted to homes or free from non-commercial uses is considered.

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TABLE II
PERCENTAGE OF CHILDREN AND YOUNG PEOPLE BETWEEN 4 AND 19
YEARS OF AGE IN THE TOTAL POPULATION OF MILWAUKEE
BY WARDS, 1910 AND 1911

| Ward | Number between 4-19 years June, 1911 | Number between 4-19 years are what percentage of total population of ward | Percentage above or be- low average for whole city (i. e., 31 per cent.) |
|------|---|--|--|
| 1 | 1,836 | 19 | 12 — |
| 2 | 1,702 | 17 | 14 — |
| 3 | 1,110 | 15 | 16 — |
| 4 | 1,336 | 12 | 19 — |
| 5 | 2,247 | 22 | 9 — |
| 6 | 4,087 | 28 | 3 — |
| 7 | 752 | 10 | 21 — |
| 8 | 2,744 | 25 | 6 — |
| 9 | 5,616 | 30 | 1 — |
| 10 | 6,131 | 32 | 1 + |
| 11 | 11,259 | 37 | 6 + |
| 12 | 4,017 | 29 | 2 — |
| 13 | 6,657 | 32 | 1 + |
| 14 | 16,105 | 49 | 18 + |
| 15 | 4,271 | 24 | 7 — |
| 16 | 3,441 | 23 | 8 — |
| 17 | 5,465 | 34 | 3 + |
| 18 | 5,946 | 30 | 1 — |
| 19 | 4,648 | 32 | 1 + |
| 20 | 9,825 | 36 | 5 + |
| 21 | 8,255 | 39 | 8 + |
| 22 | 6,133 | 32 | 1 + |
| 23 | 3,150 | 25 | 6 — |

116,733

NOTE: Ward lines are those in force in 1910

OUTDOOR PLAY SPACES

Since time and facilities were lacking for covering the entire city certain neighborhoods were selected for intense study. These districts, called "soundings," were chosen from three of the wards where density and percentage of children were both high. Each "sounding" corresponded to a district of the school census of June, 1911, from which was learned the number of children and young people of different ages in the selected districts. Each district was carefully surveyed to learn the amount

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of available public and private play space; to learn how much private space was occupied by gardens, lawns, storage yards, and the like, and thus not available for play; to learn how much private space was cut up into too small lots for play use; to learn the amount and condition of the streets and alleys and their safety or danger on account of traffic use. Table III gives the result of these studies.

NUMBER OF PLAYING CHILDREN PER ACRE In explanation of the table a word should be said as to how the figure 300 is arrived at as the number of children who can play on an acre. Thirty square feet per child, which was the minimum set down by the London School Board, allows only about room enough for a child to stand and swing his arms about. For active games and genuine play much more space is needed. 120 children per acre can play basketball, and 200 children per acre can play indoor baseball. Averaging these as typically active games requiring a small amount of space, and filling in the chinks with ring games, which occupy less space, we arrive at the above figure. Experience has shown that 300 per acre is a high saturation point for play space. With more than that some of the children must stand around, crowded out of a chance to join in the fun. On the same basis, in the table, 25 by 25 feet is taken as the smallest interspace usable for play, since this is the smallest space four or five children can play upon together for any considerable time.

TABLE III
OUTDOOR PLAY SPACE

Sounding I bounded by Vliet, 12th, Walnut and 17th Streets, in Ward 9

Sounding II bounded by Maple Street, First, Greenfield and 6th Avenues, Ward 11

Sounding III bounded by Lincoln and 8th Avenues, Midland and Cleveland Streets, Ward 14

GENERAL DISTRIBUTION OF LAND

| | Sounding I | | Sounding II | | Sounding III | |
|--------------------------|------------|-----------|-------------|-----------|--------------|-----------|
| | Acres | Per cent. | Acres | Per cent. | Acres | Per cent. |
| Streets and alleys | 25.34 | 37 | 35.5 | 35 | 30.3 | 34 |
| Other land | 41.49 | 63 | 65 | 65 | 57.2 | 66 |
| Total | 66.83 | 100 | 100.5 | 100 | 87.5 | 100 |

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DISTRIBUTION LAND NOT STREETS OR ALLEYS

| | | | | | | |
|---|-------|------|-------|------|-------|------|
| Public play space | .73 | 1.8 | 0. | 0. | .9 | 1.6 |
| Privately owned, usable for play | .41 | 1. | .58 | .9 | 1.77 | 3.1 |
| Privately owned, but needing grading to be usable for play.. | 0. | 0. | .14 | .2 | 7.34 | 12.8 |
| Lawn; play not allowed..... | | | 2.01 | 3.1 | .52 | .9 |
| Occupied by gardens, storage yards, and the like | 40.35 | 97.2 | 3.95 | 6.1 | 7.88 | 13.8 |
| Occupied by houses and inter- spaces less than 25x25 ft.... | | | 58.32 | 89.7 | 38.79 | 67.8 |
| Total | 41.49 | 100 | 65 | 100 | 57.20 | 100 |

TRAFFIC USE OF STREETS AND ALLEYS

| | | | | | | |
|---|-------|-----|------|-----|------|-----|
| Heavy traffic dangerous for play | 7.98 | 31 | 8.6 | 24 | 3.4 | 11 |
| Delivery traffic, intermittent play possible | 17.36 | 69 | 26.9 | 76 | 26.9 | 89 |
| Total | 25.34 | 100 | 35.5 | 100 | 30.3 | 100 |

NUMBER CHILDREN AND YOUNG PEOPLE

| | No. | Per cent. | No. | Per cent. | No. | Per cent. |
|---------------------------|-------|-----------|-------|-----------|-------|-----------|
| 4 to 10 years | 646 | 47.5 | 655 | 46 | 1,021 | 52 |
| 11 to 15 years | 375 | 27.5 | 403 | 28 | 549 | 28 |
| 16 to 19 years | 338 | 25 | 377 | 26 | 387 | 20 |
| Total, 4 to 19 years..... | 1,359 | 100 | 1,435 | 100 | 1,957 | 100 |

ADEQUACY OF OUTDOOR PLAY SPACE

| | | | | | | |
|---|-------|-----|-------|-----|-------|-----|
| Number who can play on usable public and private play space (reckoning 300 playing per acre) | 342 | 34 | 174 | 16 | 801 | 51 |
| Number who must play in streets, alleys, out of district, or not play | 679 | 66 | 884 | 84 | 769 | 49 |
| Total children, 4 to 15 years | 1,021 | 100 | 1,058 | 100 | 1,570 | 100 |

From this table the most noticeable facts are: first, the small amount of public and private play space aside from streets and alleys, this play space varying from less than one per cent. to 4.7 per cent. of the total area of the districts;

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second, the large number of the children from 4 to 15 years of age who must play in the streets and alleys, or go out of their home neighborhood for play, or not play at all, this number varying from 49 to 84 per cent. of the total number of children in the given districts; third, the large amount of space taken up by streets and alleys, a little over one-third of the total area of each district; and fourth, the large amount of this street and alley space not used by heavy and fairly continuous traffic but only by delivery traffic, such intermittently used street and alley space varying from 69 to 89 per cent. of the total street and alley space. I was not greatly surprised when, as I was taking the survey, I asked some little children where they played, to have them reply: "We play in the alley, that's our yard."

LEADERSHIP NEEDED TO USE SPACE AVAILABLE

Sounding III in Ward 14 contains a good schoolyard and several vacant lots, while directly across its northern boundary is the playground in Kosciuszko Park. One Saturday morning this district was gone over to learn where the children were playing. 459 children were seen who were not working, but none of these were in the schoolyard, none of them were in the Park playground, 38 were in vacant lots, 55 were in private yards; the remainder seen, or 366, were in the street, some playing, but most of them doing nothing. With proper play leadership the schoolyard, which offers a good space, and the Park playground, which is fitted up for smaller children, and certain parts of the vacant lots, could be used up to the limit of their capacity.

THEATERS AND MOVING PICTURE SHOWS

Since out-of-door play occupies the time of only a part of the young people, chiefly those under 15 years of age, and since it occupies the chief time of that part for only certain of the more open weather months of the year, it is necessary to look into certain much patronized indoor amusements, chief among which are the theaters and moving picture shows. These places of amusement are of two main classes, neighborhood houses which draw chiefly from districts nearby, and down town houses which draw from all over the city. Table IV shows geographical distribution of the neighborhood theaters, and classifies all the theaters according to the type of performance usually presented.

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TABLE IV

GEOGRAPHICAL DISTRIBUTION OF THEATERS AND MOVING PICTURE SHOWS

| | Neighborhood Theaters | | | Down Town | Total |
|------------------------------------|-----------------------|----------------------|-----------|-----------|-------|
| | South Side | West and North Sides | East Side | | |
| Moving picture houses | 11 | 31 | 1 | 7 | 50 |
| Vaudeville theaters | 1 | 1 | 0 | 3 | 5 |
| Melodrama theaters | 1 | 0 | 0 | 1 | 2 |
| Burlesque theaters | 0 | 0 | 0 | 2 | 2 |
| Drama ("legitimate") theaters..... | 0 | 0 | 0 | 3 | 3 |
| Total | | | | | 62 |

METHOD OF ESTIMATING ATTENDANCE

Table V shows the estimated weekly attendance at different kinds of theaters. These figures are estimates and not guesses. In the case of houses other than moving picture shows the capacity was learned from the Building Inspector. The theaters were visited at different hours during the week and the per cent. of capacity in attendance noted. From the capacity and from the number of times per week capacity was filled, the average weekly attendance was computed.

The capacity of the moving picture houses was found as follows:

| | |
|---|--------|
| Known capacity of the 7 down town moving picture houses (from Building Inspector) | 5,930 |
| Known capacity of 25 "neighborhood" moving picture houses (from Building Inspector) | 11,135 |
| Estimated capacity of the remaining 18 of the 43 "neighborhood" moving picture houses computed on the basis of the average capacity of the 25 given above | 8,010 |

Total capacity of moving picture houses in the city..... 25,075

In order to learn the weekly attendance at moving picture shows, the average weekly attendance as given by the managers of 14 of the 43 neighborhood houses of this class was taken. In each case this average weekly attendance was compared with the capacity of that given house, and was found to vary from 4.3 times the capacity up to 14 times the capacity, averaging 8.4 times the capacity each week. Anyone who has visited this class of performance in various parts of the city and at various

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hours will be convinced that this is a conservative figure. A continuous performance is given and the audience shifts wholly or in part several times each evening, with extra large numbers on Saturday and Sunday afternoons and evenings. One careful computation reaches the figure of 11 times the capacity per week as an average. Since it is the purpose of this report to err, if at all, on the side of under statement rather than on the side of exaggeration, we shall take the smaller figure of 8.4. Multiplying the total capacity of moving picture houses in the city by this figure we get a total average attendance per week at this class of houses of 210,630. When we come to the reports of several hundred school children as to what they do in their spare time, which are to be summarized in later paragraphs of this report, we shall find that many of them attend from 1 to 5 shows of this kind per week, and the figure of 210,630 does not seem at all exaggerated for the city.

TABLE V

AVERAGE WEEKLY ATTENDANCE AT MILWAUKEE SHOW HOUSES

| Kind of Theater | Total capacity | Performances per week | Average weekly attendance | Percentage of show going public reached |
|------------------------------------|----------------|-----------------------|---------------------------|---|
| Moving picture houses | 25,075 | Continuous | 210,630 | 60.2 |
| Vaudeville theaters | 6,523 | 14 to 22 | 75,432 | 21.6 |
| Melodrama theaters | 3,029 | 9 | 17,565 | 5.0 |
| Burlesque theaters | 2,682 | 14 | 24,138 | 6.9 |
| Drama ("legitimate") theaters | 4,923 | 4 to 9 | 21,908 | 6.3 |
| Total | 42,232 | | 349,673 | 100 |

MOST POPULAR TYPE OF PERFORMANCE It is important to note the distribution of attendance on different types of performance. Of the 349,673 people who attend each week in Milwaukee 60% are going to moving picture shows and 21% to the vaudeville performances. In other words, four-fifths of the show going public patronize these forms of entertainment.

SATURDAY AND SUNDAY EVENING CROWDS It is particularly suggestive to visit these places of amusement on Saturday or Sunday evening, when after the week's work is over, large numbers are getting their recreation in this way. Between 8 and 9 o'clock on either Saturday or Sunday

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evening all the theatres are open, vaudeville houses are in the middle of their first evening performance, and the moving picture shows are getting the largest percentage of their attendance. At this hour it is safe to say that at least 37,875 are in attendance on some performance of this kind at one time. This emphasizes two things: first, the popular hour for social entertainment; and second, the very considerable part played in the recreation life of the city by this type of amusement.

Observations were taken of the proportion of people of different ages at the different kinds of performances, and are summarized in Table VI. It will be observed that in all forms of entertainment specially studied, with the exception of the burlesque performance in the evening, by far the largest percentage of attendants is between the ages of 15 and 25 years, varying from half the audience in some cases up to more than three-quarters of the audience in others. There are in Milwaukee about 80,000 young people between the ages of 15 and 25 years, or a little over 21% of the population. This 21% of the population evidently furnishes, therefore, over 50% of the attendance at various forms of theatrical entertainment.

TABLE VI
AGE OF AUDIENCES AT DIFFERENT KINDS OF THEATERS

| | Under 15 years | 15 to 25 years | Over 25 years |
|--|-------------------|-------------------|------------------|
| Moving picture houses, Sunday afternoon and evening audiences | 40% | 48% | 12% |
| Moving picture houses, other evenings.... | 14% | 52% | 34% |
| Vaudeville evening performances | 5% | 63% | 32% |
| Burlesque evening performances | 0 | 40% | 60% |
| Burlesque afternoon performances | 0 | 95% | 5% |
| Neighborhood melodrama, Sunday evenings | 8% | 76% | 16% |

With regard to the moving picture houses one is impressed with the strong advantage possessed by this kind of performance, in that it is bringing back to the people a form of family amusement. On account of the cheapness of admission the whole family can go together, and whole families are frequently seen at these places, especially at Sunday afternoon and evening performances. From 1 to 5 per cent. of the attendance is frequently children under 5 years of age, who have been brought by their parents or older

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brothers and sisters. Milwaukee moving picture houses are superior to those of most cities at present in the lighting of the audience halls, an important safeguard to the morals of those who attend.

DANCING ACADEMIES AND DANCE HALLS

Dancing places of Milwaukee may be divided into two main classes, dancing academies and dance halls. The dancing academies conduct what they call "socials" in addition to their regular classes and have dancing from 1 to 7 evenings per week. No liquor is sold and the dancing occupies the chief part of the program. Dance halls in turn may be divided into two classes: first, halls rented by some club; second, halls or rooms connected with saloons, where the dance is directly or indirectly in charge of the proprietor of the saloon.

DANCING ACADEMIES The attendance on the dancing academies on a typical evening in the month of November, 1911, was about 3,250, running over rather than under that figure. Their hour of closing is about midnight, not running over that hour very much. The ages of those attending dancing academies vary chiefly between the years of 16 and 25. It is not supposed that any girl under 16 shall be present, and from my observation I believe that the police are genuinely trying to enforce this regulation. It is hard, however, when some of the young people falsify their ages, for a police officer who is a stranger to them to prove that they are not giving the correct age.

DANCE HALLS Through the assistance of the Police Department a census of the attendance at dance halls was taken on Saturday and Sunday evenings, November 11 and 12, 1911. 4,676 were listed as dancing in these halls on Saturday evening, November 11. As many more were watching the dancing or joining in the social life in the buffets between dancing, making a total attendance of somewhat over 9,300. The hours varied from 8 P. M. to 1 A. M., in certain cases, and from 8 P. M. to 4 or 5 A. M. in others. Sunday evening, November 12, 1911, 1,905 people were listed as dancing in such dance halls, with from 1,700 to 2,000 more in attendance. The hours were shorter than on Saturday evenings, most of the dances closing by 12 o'clock Sunday night. The ages in attendance varied from 18 years up to 60. These older persons were in attendance chiefly on certain dances which were really family

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or neighborhood gatherings, rather than typical dance hall crowds. Two-thirds of the attendants were between 18 and 25 years.

QUALITY OF RECREATION FURNISHED

The quality of amusement furnished varies greatly. Some of the smaller dancing academies furnish a very high order of entertainment, give their patrons real social training, insist on propriety on the part of all who attend, and through having the same patrons over and over again, come to furnish a real supervision. As much cannot be said of one or two of the large academies where, whatever may be the intentions of the management, the number and floating character of the patrons makes very little supervision possible.

As a class the dancing academies furnish a much higher form of recreation than that given at any of the dance halls, where there is less time for dancing, each dance occupying about five minutes, and the intermissions for refreshments occupying from ten to twenty minutes, and where the hours are also later. A careful distinction should be made between different types of dances in dance halls. A majority of them appeal chiefly to the younger people, are conducted by the young people themselves and have practically no supervision or chaperonage by older persons. These should be carefully marked from certain family gatherings where children of 5 go with their parents and many married couples are present with the younger people. These neighborhood social gatherings are of high order in furnishing fun and in the developing of a wholesome neighborhood feeling. The fact that they are held in a hall or room where liquor is sold is simply an incident.

SUMMARY In November, 1911, 12,000 or 13,000 was the average number of people in attendance on dancing places, both academies and dance halls, on each Saturday evening. This was before the height of the season, when there is a larger attendance. Of each Saturday night crowd in November, 1911, 8,000 or 9,000 were between 18 and 25 years of age, or about 14% of the entire number of young people in Milwaukee between those ages. Of this 8,000 or 9,000 about 1,000 were in good surroundings in carefully supervised dancing academies and in family gatherings in halls where older people of the neighborhood are in attendance, and about 2,500 in surroundings where there is little oversight. The remaining 4,000 to 5,000 were in surroundings which make for

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coarseness, if nothing worse is said of them. Some of these latter named places are distinctly vicious.

It should also be remembered that all these dancing places, even the worst of them, are better than dances at road-houses in the outskirts of the city where many would go if these halls in the city were closed and nothing better substituted. At these road-houses the young women who attend are in the power of those with whom they go, while even in the worst dance halls in the city it is possible, in spite of many temptations to the contrary, for such young people to keep straight and get home at a reasonable hour.

POOL, BILLIARDS, AND BOWLING

No careful study was made of these forms of amusement, but Table VII was compiled from the City Clerk's record of licenses issued. Only a small fraction of the pool tables are in regular pool and billiard parlors devoted chiefly to those games. The majority are single tables scattered in a little over 800 saloons, and furnish an adjunct to that neighborhood place of amusement.

TABLE VII

POOL, BILLIARDS AND BOWLING

| | |
|-----------------------|-------|
| Pool places | 842 |
| Pool tables | 1,100 |
| Billiard places | 24 |
| Billiard tables | 61 |
| Bowling places | 91 |
| Bowling alleys | 271 |

ACTIVITIES OF MILWAUKEE CHILDREN

OBSERVATION While surveying the amount of outdoor play space described in an earlier section of this report, observations were made of what the children out-of-doors were doing. Table VIII shows results for the "soundings," boundaries of which are given in Table III. Observations were made outside of school hours. Those who were listed as working were chiefly going on errands, sawing wood, sweeping the sidewalk, and doing similar tasks. Playing was interpreted liberally and taken to include not only games but such activities as climbing over wagons or running about the streets.

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TABLE VIII

WHAT CHILDREN WERE DOING OUTSIDE OF SCHOOL

| | Sounding I Number | % | Sounding II Number | % | Sounding III Number | % | Average per cent. for total of 1,419 chil- dren and young people seen |
|--------------------|----------------------|------|-----------------------|------|------------------------|------|---|
| Working | 76 | 19 | 106 | 23 | 82 | 15 | 19% |
| Playing | 149 | 36 | 131 | 28 | 163 | 30 | 31% |
| Doing nothing | 190 | 45 | 226 | 49 | 296 | 55 | 50% |
| | 415 | 100% | 463 | 100% | 541 | 100% | |

DANGER OF DOING NOTHING

The most striking thing with regard to these 1,419 children was the large percentage who were doing nothing; in fact one out of every two, or more than one and one-half times as many as were playing. In view of the educational value of active games, and the dulling effect of listlessly doing nothing, there is evidently here an enormous educational waste. Mischief, which is technically called in the courts "juvenile delinquency," and lack of initiative, which is called in the schools "dull stupidity," are the sure results of doing nothing. It would appear that a large percentage of Milwaukee children are not only losing important educational possibilities, but are also developing many traits which must be educated out of them if they are to become useful citizens.

REPORTS OF SCHOOL CHILDREN

The pupils of one of the high schools and of the 7th and 8th grades throughout the district schools of the city were asked to write for 15 or 20 minutes on what they did with their spare time. The following instructions were given:

"The chief object in these brief papers by the pupils is not to display literary form, grammar, or penmanship, but to learn the truth about what the pupils do outside of school. The essays need not be signed if this will make the pupils write more freely. It should be explained to the pupils that papers will not be read by their own teachers but will be used in planning for better chances for boys and girls of the city to play and have a good time. Kindly ask them to be definite. If they say "I went to a show," tell what show. If they say "I played," tell what they played and where.

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Each paper should be marked with School —, Grade —, Age of pupil, and whether pupil is boy or girl.

What did you do last Saturday and Sunday, day time and evening?

What did you do for fun outside of school hours?

How did you spend your spare time last week?"

An average of a little over 25 papers was selected from each district keeping the number of papers from boys and girls approximately the same. The papers from each district were selected at random from the total number of papers handed in by that district, the purpose being to avoid in this way the selection of any special papers, owing to the arrangement of the children in their seats or to the arrangement of papers as to grammar or penmanship. Careful study was then made of 777 papers so selected from the South High School and from 27 district schools. From each paper was recorded the activities spoken of both as recreation and work. Table IX summarizes the total number of papers mentioning each form of amusement and also the percentage of the total number of children mentioning each form of amusement.

TABLE IX
ACTIVITIES REPORTED BY SCHOOL CHILDREN

| | Number of Chil- dren Mentioning | Percentage of Total Number of Children, i. e., 777. |
|--|------------------------------------|---|
| 1 Outdoor games and sports | 491 | 63.2 |
| 2 Walking on street, shopping, watching games | 332 | 42.7 |
| 3 Reading | 458 | 58.9 |
| 4 Home games | 290 | 37.3 |
| 5 Fancy work, music, etc..... | 284 | 36.5 |
| 6 Calling on friends, talking | 385 | 49.4 |
| 7 Shows and indoor roller skating | 513 | 66.2 |
| 8 Indoor sports, gymnastics, swimming..... | 68 | 8.7 |
| 9 Home work, chores, errands, etc..... | 533 | 68.8 |
| 10 Outside work, office, store, carrying papers, street lamp lighting | 133 | 17.1 |

From the study of these papers the following facts appear with regard to a typical group of Milwaukee children so selected as to avoid distortion by any unusual conditions. So-called "shows" are mentioned most frequently as a form of amusement. These are

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mostly moving picture shows. Outdoor games, mostly on streets and vacant lots, occupy the boys more than the girls, who rely more on walking on the streets and visiting their friends. Home recreation takes chiefly the form of reading, home games occupying a comparatively small place. Indoor gymnasia did not reach a large number at the time the papers were written (November, 1911). Girls seem to have less variety of wholesome recreation than boys.

AVOIDING THE POLICEMAN

Many pages of this report could be occupied with significant quotations from these papers, but only a few which show facts which should be remembered will be given. One of the first things which impresses any one who reads a typical group of these papers is the fact that the children in Milwaukee as in other cities cannot get the play which is perfectly wholesome and normal for them to have without being guilty of a misdemeanor. The policeman as the one who stops play and who has to be looked out for is frequently mentioned in these papers. It is, of course, not the fault of the policeman that he has to enforce the ordinances made necessary by the crowded conditions of our city life. One boy wrote: "We have one drawback; whenever we want to have a game of baseball or football, there is always the cop." Another boy wrote: "Then (7.30 P. M.), I go out on the street and meet some more boys and stay there till the police comes along and tells us to move. Then we go to the nickle show and spend the evening there." Another wrote: "The only places we have to play on is the road and the church yard and there we get chased." Another boy wrote: "I do not spend much of my time in playing because if we play football or shinney on the road the police officer gets after us and no different place to play. And to walk to it is of no use going for it is quite far and when we go there we get our things stolen from the big boys." Another boy who had the beginnings of the gang instinct wrote: "We stand on the corner and play puzze-puzze corner and then when the nipper comes he chases us. And if a fella gets fresh to us the whole bunch lands on him." Another group of boys who had the advantage of the use of part of one of the smaller parks of the city was represented by one of their number who wrote: "The Park Commissioner said we could play football on a part of the park, but the grounds are too small. There are a large number of boys who would like to play along but there is not enough room

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and we do not like to go on another part of the park because the Park Commissioner will chase us away."

GIRLS HAVE LESS VARIED RECREATION THAN BOYS

The next most notable thing from a study of these papers is the fact that the girls, at least those who wrote these papers, seem to have less to do for recreation than the boys. Most of them speak of helping with the housework at home but after that is done their chief form of amusement seems to be reading or walking with their friends: as one girl put it, "To go down town and rubber at the styles." It will be noticed in going over the dozen or more quotations here given that a majority of them are from boys. This was not due to the fact that more papers by boys were read than papers by girls, but is due to the fact that the boys' papers are usually more striking and interesting. This does not, however, show that the boys need to have more provision made for their play than do the girls. The very fact that the girls' papers are less interesting because they have less to write about and the very humdrum nature of the life indicated by many of the girls' papers would rather emphasize the fact of their need of supervised recreation.

NICKEL SHOWS

The place of the nickel show brought out by the summary is emphasized by many of the papers. Thus one girl who goes much of the time with her parents wrote: "I spend most of my evenings at the nickel shows." Another, who gave a not unusual program for Saturday afternoon and evening, wrote: "In the afternoon I went to the theatre and it was about 5 o'clock as I came home. I ate supper and went to the theatre." One youngster expressed his idea of a good show, saying: "They had a very fine performance of a cowboy and an Indian maid." These quotations are not unusual but typical.

USE OF SURROUNDING COUNTRY

The desire to get back to the old primitive activities of the race appear in many of the boys' papers. They speak of making out-of-doors ovens when they can get away into the outskirts of the city; of cooking out-of-doors, or strolling into the country and killing rabbits with sharp sticks; of plastering a side hill cave with clay. These papers would suggest that the organization of activities like this could turn them from haphazard delights of a few children into the regular educative pleasures of many.

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GANGS Mention has already been made in connection with one of the above quotations of the gang instinct. It was gratifying to find that in the case of some boys this was being organized and used in the form of clubs, either by churches or other private organizations. In many cases, however, it was not so organized, and the club was merely a gang of the boys' own making. As one of them wrote: "Then I went over in the coal yard and carved my initials in the Club house." While the Board of School Directors could hardly encourage young people of the city carving their initials in school buildings, school recreation centers could use the club instinct and furnish some other place of meeting than a shanty in the coal yard. Another boy puts his hint with delightful naiveté, "but I like to play basket ball in the evening if we had a hall."

REPORTS OF SCHOOL PRINCIPALS

An inquiry was addressed to the principals of the various district schools with regard to the principal's own knowledge and belief as to the opportunities for home recreation of the majority of their pupils. Of the 51 principals who answered this question, 22 said that the majority of their pupils had poor opportunities for home recreation; 12 said that these home opportunities were fair; 17 that these opportunities were good. Further consultation with the principals is necessary to learn whether they applied the terms "fair" and "good" to the homes or to the recreational facilities therein. Many children living in flats or small houses, with little or no yard space, have poor opportunities for home recreation, despite the fact that their homes are good homes.

QUALITY OF RECREATION

No description of the forms of recreation is successful unless it makes possible a judgment upon the quality of recreation. Recreation is not mere busy work. Busy work may be valuable as a preventive of worse uses of spare time but in organizing recreation a prime consideration is its constructive value.

STANDARDS OF JUDGING QUALITY OF RECREATION

There are three standards for judging the quality of recreation. First is the purely recreative standard. Does the given form of recreation make the persons using it more or less fit for their regular life work? A second standard is the educational standard,

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for both physical and mental education. Does the given form of recreation, while perhaps not sought directly for physical development, bring that development along with the pleasure obtained? On the side of mental development, does the given form of recreation build up habits of quick thinking, of initiative in dealing with new situations, of self control, of ability to work with others in the give and take of group activities. Third and most important is the moral standard. Does the given form of recreation make it easier or harder for those who engage in it to live a clean, courageous and generous life?

APPLICATION OF THESE STANDARDS

Judgment of each of the forms of recreation already described is here omitted, but two or three essential facts must be noted.

Judged by the moral standard, much of the outdoor play of Milwaukee children is harmful because the children have constantly to avoid the police. Many of the school children wrote of the necessity of avoiding the police while trying to play football, baseball, shinney and other games. This was no fault of the police who had to enforce regulations for the proper use of the streets. But this fear,—probably vigilance would be the better term,—on the part of the children toward the officers of the law has a genuinely harmful effect on the children in breaking down in their minds the distinction between that which is forbidden because it is really wrong and that which is forbidden because it is inconvenient under the peculiar conditions of city life.

On applying the educational standards to the moving picture shows one is impressed with the educational opportunity which is going to waste. History, geography, literature and many forms of natural science can be illustrated by well selected films. The ideals of life shown by the heroes of moving picture dramas are quickly caught and imitated by the young patrons. Most of these educational possibilities are at present either misused or unused.

In regard to all forms of theatrical amusement, one virtue and one defect should be noted. Their recreative value for a person tired out is high, chiefly because they make no demand on the spectator. It is a passive form of amusement. This very virtue contains the chief defect. The best elements in character are not developed passively, but through self-activity, no opportunity for which is furnished by a theatrical form of amusement.

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Judgments upon the quality of recreation furnished by the dancing, pool, bowling and billiard facilities of the city are based not on the form of amusement itself but upon the surroundings usually attending them. The recreative value of all of them may be high and the educational and moral value fair. As a matter of fact, since the young people frequently cannot find these forms of amusement in decent surroundings, the recreative value is often low, the educative and moral value lacking, and the general influence vicious.

A COMPREHENSIVE RECREATION SYSTEM FOR MILWAUKEE

It is with a good deal of hesitation that I speak of a comprehensive plan for recreation in Milwaukee. If a far look is taken into the future we lay ourselves open to the criticism of dreaming impossible dreams. But the next step can be taken more intelligently if there is some idea of what the city may be ultimately seeking. Several cities which have already spent large sums on recreation are waking up to the fact that much has been wasted because they have used a patchwork method rather than a system. Since I have been definitely asked to suggest such a comprehensive outline I shall do so, realizing as well as anyone that it cannot be completed for some time.

PLAYGROUNDS FOR YOUNGER CHILDREN

For children under 10 years certain cities are aiming to secure a play space within five minutes' walk of the home of every such child and this is a good working rule. The study by Philadelphia authorities of certain playgrounds in that city, 98 per cent. of whose attendance is 14 years of age or under, showed that 74 per cent. of this attendance was from homes within three blocks of such playgrounds for younger children. In short, the radius of efficiency of such playgrounds for younger children is from one-quarter to one-half mile. This is due to the fact that most parents do not wish their young children to go far from home.

PLAY FIELDS FOR OLDER CHILDREN AND YOUNG PEOPLE

For children over 10 and young people over 16 years there would be in such a comprehensive system a larger play field within twenty minutes' walk of their homes. If their play were confined to Saturdays and Sundays they could go even a greater distance, but some provision has to be made

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for the out-of-door sports of such young people in the short space of time out of school or after working hours. Some attempt would also be made to organize the out-of-door instincts by leading long walks into the surrounding country on Saturdays and Sundays.

INDOOR RECREATION CENTERS

Such a comprehensive system would seek to provide indoor recreation centers for both young and old. These could be arranged in connection with the larger play fields and would be as numerous as those fields. In planning for these centers it is better to use the neighborhood as the standard rather than a standard of one center to so many thousand people or one center within each circle of given radius. By such a standard we should seek to have a social center within the reach of every group of people who had no other neighborhood meeting place.

RECREATION FACILITIES NOT UNDER PUBLIC CONTROL

A comprehensive system comprehends not only those forms directly under the control of various city departments, such as those mentioned in preceding paragraphs, but also those forms under the control of other agencies, commercial or philanthropic. By influencing commercial forms of recreation and co-operating with private agencies the recreational life of the community may be developed as a whole. The city can do much through public facilities; it never can do all in providing recreation for its citizens.

SUPERVISION

The prime essential in any recreation work is adequate, well-trained, and efficient leadership. There may be an imposing scheme on paper and a running system with an inventory of equipment and buildings showing thousands of dollars' worth of property and still the system be ineffective and wasteful. There are cities where the buildings are inferior and the equipment very moderate, but where, owing to the quality and enthusiasm of the directors, a very high grade of work is being done. It is a safe rule to spend twice as much on supervision as on any special form of equipment.

FORCE NECESSARY A general supervisor is needed to take general oversight of the entire recreational work. Each indoor recreation center during the winter and each playground during the summer should have a director and an assistant director. It has been usually found most helpful to have one of

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these positions for each center and playground occupied by a man who looks out for the work for the boys and young men, and the other position occupied by a woman who looks out for the recreation of the girls and young women. The same directors and assistant directors who are used in the recreation centers in the winter can be used in the playgrounds in the summer. Thus by furnishing an all year round position, a better grade of service can be obtained. To such a director and assistant director in each recreation center or playground should be added from one to four part time helpers, *i. e.*, men or women who give assistance for single sessions for particular clubs or forms of work in the center, or for certain hours during the summer. The employment of these two classes of workers gives the advantage, first, in the all the year workers of a nucleus of people who know constantly and intimately the neighborhoods in which they work; and second, the advantage, in the use of part time helpers, of securing adequate assistance at an expense for only such time as such additional assistance is necessary.

COST OF SUPERVISION Table X shows what other cities are paying for different grades of service as far as reports were available at time of writing. To get complete cost of system, aside from outlay for land and buildings and permanent equipment, the expense of janitor service and supplies must be added to figures for supervision.

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TABLE X
SALARIES PAID IN VARIOUS CITIES FOR DIFFERENT GRADES OF SUPERVISION OF RECREATION

| | Supervisor | Director Playground or Recreation Center | Assistant Director | Extra Helper Summer Playgrounds | Extra Helpers by Day or Session |
|---|--|---|--------------------------------------|------------------------------------|------------------------------------|
| Chicago—South Park | \$3,000 to \$4,200 yr. | \$125 mo. | \$80 to \$110 mo. | \$75 mo. | |
| Lincoln Park | \$1,800 to \$2,400 yr. | \$75 to \$125 mo. | \$80 to \$110 mo. | | |
| Special Park | \$2,000 yr. (1) | \$85 to \$100 mo. | | \$60 to \$80 mo. | |
| Baltimore—Public Athletic League | \$1,500 yr. (2) | \$60 to \$75 mo. \$50 to \$60 mo. | \$40 to \$60 mo. \$40 to \$45 mo. | | \$1.50 to \$2 |
| Playground Association | | (4) | | | |
| Buffalo | \$1,500 yr. (3) | \$85 mo. | \$65 mo. | | |
| St. Louis | | \$75 mo. | \$45 mo. (5) | | |
| New York City | | \$4 session | \$1.75 to \$2.50 session | | |
| Newark | | \$85 mo. | | \$50 to \$70 mo. | |
| Pittsburgh | | \$150 mo. | | \$80 to \$90 mo. | \$1.70 to \$3 (7) |
| Philadelphia | | | | \$45 to \$47.50 mo. | \$1 to \$2 |
| | | | | (6) | |
| (1) Additional administrative expense—Secretary | \$1,800 yr., Stenographer | \$840 yr. | | | |
| (2) Additional administrative expense—Director | \$3,500 yr., Stenographer and office boy | \$1,050, Medical Director | \$2,000 | | |
| (3) Additional administrative expense—Secretary | \$1,500 | | | | |
| (4) Six hours per day | | | | | |
| (5) Four hours per day | | | | | |
| (6) Half day | | | | | |
| (7) Substitutes | | | | | |

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SCHOOL TEACHERS AS RECREATION DIRECTORS

Experience has shown that school teachers are often very useful as part time helpers who give one or two evenings or afternoons per week to such work, or who may, in the case of especially strong physique, work during the summer on the playgrounds, but that it is impossible for regular teachers to do the work of a director or assistant director adequately while also employed in school work. If school teachers attempt to do both their regular work and put in a considerable part of each week in such playground and recreation center activities, either their regular school work will suffer or their recreation center and playground work will be neglected, or their health will break down. It should also be remembered that certain teachers are excellent drill masters and nothing more could be asked in improving the quality of instruction which they give, who are entirely unfit for winning the sympathy of children and young people, of getting that close and intimate acquaintance with them which is essential for real play leadership.

CO-OPERATION OF VARIOUS CITY DEPARTMENTS IN A COM- PREHENSIVE SYSTEM

Recognizing that Milwaukee is already doing something for the recreation life of her citizens, the problem comes as to how to correlate these various efforts and how to build any future work on these foundations. In short, the problem is to use the present facilities under the control of the city up to their limit, to provide adequately for the recreation of its present population, and to plan for its inevitable future growth in population.

FIRST STEPS IN CO-OPERATION

No one board can provide an adequate recreation system for Milwaukee, but through the co-operation of several boards such a system is possible. The Park Board is already conducting a certain number of playgrounds without very much supervision. The School Board is planning to provide supervision for a certain number of playgrounds under its own control. Certain cities have been able to work out a method of co-operation between these two boards where in certain places the sites and apparatus are furnished by the Park Board and supervision is furnished by the School Board.

A branch library adds greatly to the usefulness of a recreation center. In turn such a center can house a branch library at a con-

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siderable saving in rent to the Library Board. Furthermore, the introduction of storytelling into the recreation centers, either by experienced storytellers employed by the Library Board, or by the directors of the recreation centers, following the suggestions of the Library Board's workers, extends the usefulness both of the library and of the recreation centers.

In two or three cases in Milwaukee a natatorium is already placed near a playground. Such location of the natatorium makes it equally valuable to the rest of the community and adds much to the effectiveness of the playground. The location of the new natatorium in the Third Ward or the possible location of a new natatorium near Lapham Park are cases in point.

STREET PLAY Reference has already been made in the first part of this report to the large amount of street space in different parts of the city. Between thirty and forty per cent. of the ground space in each of the sections specially surveyed was so occupied by streets and alleys. Over half these streets are used only for delivery traffic. This delivering is largely done during school hours. By reserving here and there streets in such a way as not to block the traffic, the city could at once provide play spaces without the immediate expenditure of large sums of money for new sites for playgrounds. Such action would not be revolutionary, because it would be merely extending to other seasons of the year the plan already in use of reserving certain streets for coasting in the winter. With proper supervision such games as volley ball, basket ball, indoor baseball and many ring games and running games could be played on such reserved streets. For such use of the streets there would be needed the co-operation of the property owners along the street, of the Department of Public Works, of the Police Department in enforcing the reservation of such streets,—although after the first three or four months during which time the public will have become used to it such reservation would enforce itself almost automatically,—and the co-operation of whatever board furnishes the supervision. This last would most naturally be the School Board if it carries out its plans of having some supervisory force for its own recreation center and playground work.

THE RECREATION SYSTEM AND THE CITY PLAN

The City Planning Commission has in mind certain recreation centers in connection with the neighborhood centers

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it has outlined. While the City Planning Commission, as I understand it, works out the location of these recreation centers along the line of its general plan for the city, the actual supervision and maintenance of such centers would fall to the control of some other board. The care of the physical property and equipment might fall to the Park Board, the supervision to the School Board, following the plan already suggested. Duplication in the provision of sites and equipment could be avoided by adopting some working basis such as this: the Park Board or whatever administrative body has charge of the recreation centers provided by the City Planning Commission's outline could control the larger play spaces needed for the older children and young people, and the recreation centers in connection therewith; the School Board on the other hand, which already possesses a number of grounds well located throughout the city, could control the playgrounds for the smaller children who require a larger number of grounds but do not require so much space in any one ground. Since there are many preliminary steps to be taken it seems to me that there is no danger that any work which the School Board may do in the next few years in the way of recreation centers in its school buildings will duplicate the work of any other body.

A JOINT ADVISORY COMMITTEE ON RECREATION

The next problem of practical importance is how to secure this co-operation which is essential to the securing of a comprehensive system. One method is through a recreation commission. Such a commission has certain distinct advantages. One of the chief of these is that it is a single board with one special problem and hence likely to give that special problem its exclusive attention. On the other hand, it has a distinct disadvantage in that it is likely to come in conflict with other administrative boards which are in charge of their own important problems and hence cautious in allowing a recreation commission to do things which may interfere with the regular work delegated to such boards.

ON account of the questions in regard to the legality of such a recreation commission here in Milwaukee under the present charter, and on account of the legislation of last spring, it seems to me that at the present time at least a recreation commission

LIKE AND UNLIKE
A RECREATION
COMMISSION

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would be distinctly inadvisable. Hence the question arises whether it is not possible to secure much of the object set before such a commission in another way. For this purpose I would suggest the gradual growth of a joint advisory committee made up of representatives of the various city departments which do work affecting recreation. Such a joint advisory committee would be similar to a recreation commission in that its purpose would be to secure team work between the different departments affecting recreation. This is the chief purpose of a recreation commission. Such a joint advisory committee would be different from a recreation commission in that each department would still retain complete control over whatever work is already delegated to it.

It will be noticed that I have used the word "growth" in regard to such a committee. Whether this committee shall gradually come into being owing to real administrative needs or whether it shall be immediately formed depends upon conditions. If the immediate formation of such a committee will immediately secure the team work desired, I should be in favor of such immediate formation. I am inclined to believe, however, that the most successful joint committee will be the result of growth. By growth I do not mean any vague and indefinite process to take place some time when nobody knows anything about it. I mean a development in response to felt needs and recognized problems. The first stages in this growth, as affecting the summer playgrounds and school recreation centers in 1912, would take place very soon.

REGULATING AND INFLUENCING COMMERCIAL RECREATION

In regard to commercial recreation, it should be remembered that recreation is not necessarily bad because it is given on a commercial basis. Those who furnish commercial recreation are simply meeting a normal demand just as house-builders and grocers are meeting a normal demand. On the other hand, this does not mean that such commercial recreations should not be regulated. We have housing laws and regulations to prevent the sale of unwholesome food products. There is no reason why we should not also attempt to prevent the sale of unwholesome recreation.

SUBJECTS OF REGULATION AND INFLUENCE

The question now arises as to what form this regulation should take. For clearness I shall use two words, regulation and influence. By regulation, I mean direct effect by ordinances

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and the action of administrative officers. By influence, I mean that indirect control through conference with owners of commercial recreation facilities, or, if necessary, competition with them. In general it may be said that direct regulation can be turned best toward certain external features. The ventilation, the number of fire exits, the cleanliness of theaters and moving picture shows are items of such direct regulation. The relation of dance halls to saloons, and to hotels and rooming houses are other features for such direct regulation. The quality of entertainment can best be subject to indirect influence.

INFLUENCE BY CONFERENCE

Influence through conference is possible in the case of moving picture shows. The owners of many of these houses, I believe, would be willing to allow the representative of the proper city board, perhaps of the Board of School Directors, to select the pictures and songs on certain evenings of the week. The owners of these houses have no malign intention in the selection of their pictures. They are simply anxious to get the pictures which will be popular. The fact that these pictures have improved greatly within the last few years and that the manufacturers have voluntarily submitted to a form of censorship of their films shows the fact that the exhibitors appreciate the business advantage of running a type of performance which does not offend the taste or the moral feeling of the large common element in the population. This same business instinct of the exhibitors can be used by showing them the advertising value of the fact that the pictures on given days of the week are those selected by some well recognized body of citizens.

INFLUENCE THROUGH COMPETITION

Influence through competition is possible in the case of dance halls. Young people do not dance in poorly lighted halls, where the surroundings are unattractive and where the form of entertainment is in the hands of those who are not seeking the best interests of their patrons, because they like them, but because they can secure nothing better for the money than they have or because they know of no better form of entertainment. The same can be said of pool playing under certain conditions and of certain social clubs. Give a decent well regulated dance or series of dances in a schoolhouse or recreation building, have games such as pool and billiards and facilities for clean, wholesome club life under the supervision of

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an older person who understands young people, and in no very long time the better form of entertainment will win through its own attractiveness.

CO-OPERATING WITH PHILANTHROPIC ORGANIZATIONS FURNISHING RECREATION

There are many enterprises of a philanthropic character in Milwaukee which furnish a certain amount of recreation, such as settlements, boys' clubs, churches, Young Men's Christian Associations, Young Women's Christian Associations, and other similar organizations. With nearly 400,000 people in Milwaukee, with 150,000 to 200,000 children and young people in the city, the work of any private organization furnishing a good type of recreation should be welcomed. Co-operation with such organizations can take two forms, withholding competition and loaning facilities where this is practicable.

WITHHOLDING COMPETITION As a means to helping rather than harmfully competing with such organizations one of the tasks of any of the administrative bodies of the city which try to secure a comprehensive development of the recreational life of the city would be to complete, by local workers, a survey of such private organizations, the amount and quality of recreation which they furnish, and the number and ages of the people whom they reach. In any extensions of the recreational work, regard would be had for these outside forces. If any neighborhood is being adequately supplied by them, extensions would naturally first go to other neighborhoods not so supplied.

LOANING FACILITIES Many cities find that the recreational facilities under the control of the city government are a distinct help to the work of such private organizations. Buffalo furnishes from its regular force in the employ of the City Recreation Commission gymnasium leaders for private organizations who have halls but are unable to furnish leadership. Chicago frequently loans the halls of its recreation centers to private clubs who wish the halls for holding entertainments, open meetings, and bazaars. In certain cities private citizens or groups of people give or loan vacant lots and the city through the proper board furnishes the supervision. The job in Milwaukee is big enough to require all the efforts of the city's administrative departments and all the help which can be obtained from private sources.

THE MILWAUKEE PROGRAM

C. G. PEARSE

In planning to take up the playground and recreation work which, by recent act of the Legislature, the Milwaukee Board of School Directors is authorized to carry on, it was thought wise to get the best expert judgment to be had. The Board therefore invited the field secretary of the Playground and Recreation Association of America, Rowland Haynes, to make as careful a survey of the city as time permitted. Mr. Haynes spent between two and three months at this work. Much of the time was devoted to an inquiry made on the behalf of the Board of School Directors; additional time was devoted to an investigation desired by the Child Welfare Commission of the city. The results of the inquiry were set forth in a report submitted by Mr. Haynes. This report was accompanied by a map showing vital facts with reference to the city.

In accordance with this report the School Board formed its plans for inaugurating and prosecuting the recreation and playground work. Mr. Haynes has been retained to act as advisor and to come for conference at two or three different times while the work is being organized.

The Board of School Directors has appointed a Supervisor of Playground and Recreation Work. In each social center a director and assistant director, and such other assistants as may be required, are employed.

School playgrounds will be equipped and, as the warm weather comes, opened under proper supervision. During vacation a number of playgrounds which have been or are being equipped, will be carried on; a number of these will be in co-operation with the Park Board of the city.

The Board of School Directors is under obligation to the Playground and Recreation Association for co-operation and for the help extended in allowing the expert of the Association to co-operate with and advise us in beginning this work.

NEXT STEPS IN MILWAUKEE

C. G. PEARSE

(a) **Social Centers**—The plan is to open four of these, one after the other, as rapidly as suitable directors and assistants can be employed, the necessary equipment assembled, and the center put into operation. They will be for children, young people, and adults.

(b) **School playgrounds**—It is planned to equip and organize probably eight of these, in various parts of the city, in the hope that they will be ready to open about May 1, at which time the social centers will probably close. Not only these school playgrounds, but adjacent public playgrounds controlled by other boards, will be utilized and proper supervision supplied wherever satisfactory arrangements can be made.

(c) **Vacation playgrounds**—About ten of these will be included in next summer's plans, to be carried on in co-operation with the Park Board. Plans will be made for equipment and supervision. This will include provision for both children and young people.

(d) **Voluntary organizations of citizens**, using buildings which do not contain social centers. Several of these are now in operation, maintaining neighborhood clubs, alumni associations, singing organizations, and the formation of others will be encouraged.

(e) **Entertainments**—Social, literary, and musical entertainments, including free public lectures, will be arranged either by the recreation management, or by organizations or clubs using the schools or other buildings. Among these will be neighborhood dancing parties, if desired, wherever the necessary arrangement for proper conditions and oversight can be made.

The organization includes:

(a) **A Supervisor of Social Centers and Recreation Work**, who will devote his full time to it. He will plan the work, and will assist personally in the organization and starting of the social centers in succession, in the selection of directors and assistants, in the equipment for the centers and playgrounds, in studying out and solving the problems as they arise, and in the general supervision of the work. No important enterprise, and especially no new enterprise of importance, can succeed without capable supervision and direction.

NEXT STEPS IN MILWAUKEE

(b) **A director and an assistant director** in each center, with maybe one or two or three part time assistants in each. The director and assistant will employ their full time. Probably a man will be selected for one position, a woman for the other, so that children and youth of both sexes may receive proper and understanding attention. They will be in immediate charge during hours while the centers are in operation. During other hours of the day, also, they will devote themselves to the work, studying the neighborhood, the groups of young people who need to be reached, the temptations that beset their charges, individual cases that need attention, and conditions generally.

Directors and assistant directors will work throughout the year—in the social centers in season; in the school and adjacent playgrounds from May until vacation; in the vacation playgrounds through the summer,—all-the-year-round people. Part time assistants will be used as required.

(c) **As expert adviser**,—"consulting engineer,"—the board has arranged to secure, temporarily, the services of Mr. Haynes, who made the survey and the report thereon. He is recognized as an authority on the work which is being organized and systematized in Milwaukee. Mr. Haynes is a high class man, regularly employed by the Playground and Recreation Association of America at a good salary; he is familiar with conditions here, with conditions in many other cities throughout the country, and with the recreational work being done in all these cities. He will come for a week or two at a time, on two, or three, possibly four occasions, while the work is in process of organization and starting. The board will pay for his services at the rate which the Playground Association pays him. The members feel that the few hundred dollars this service will cost will be very well invested if by means of it Milwaukee can avoid the mistakes other cities have made, and know the most successful things they have undertaken.

SUPERVISOR OF RECREATION FOR MILWAUKEE

Harold O. Berg has been appointed Supervisor of Recreation in Milwaukee.

As principal of a public school in Milwaukee for several years, Mr. Berg has shown administrative ability of a high order. He

PLAYGROUND POSITIONS

showed his appreciation of the need of recreation in the neighborhood around his school by opening up his school auditorium for basket ball, roller skating, and neighborhood dances. When social centers were conducted with private funds a few years ago, one was under his direction. Last summer Mr. Berg carried on playground work under the Park Board of Milwaukee.

Within two weeks after his appointment as Recreation Supervisor Mr. Berg started one flourishing social center, and made preparations for others to be opened shortly. He has won the confidence of the people in Milwaukee interested in recreation.

PLAYGROUND POSITIONS

The Civil Service Board of the West Chicago Park Commissioners are to hold three sets of examinations for candidates for playground positions this spring, as follows:

1. On April 10th, an examination for playground director; salary \$100 to \$125 per month; open only to men over twenty-one years of age; consisting of oral and written questions on athletics, social and recreational activities, hygiene, club organization and general playground work.

2. On April 27th, an examination for assistant gymnasium instructor; salary \$60 to \$75 per month; open to men only; consisting of a practical and written test on gymnastics, games and physical culture. A test will be made of the candidate's skill in gymnastics and his general bodily condition.

3. On May 4th, an examination for assistant gymnasium instructor; salary \$60 to \$75 per month; open only to women over twenty years of age; consisting of a practical and written test on gymnastics, dancing, games and physical culture. The candidate's bodily condition and skill in gymnastics and dancing will be tested.

Application blanks may be received at the office of the Civil Service Board, room 706, Wendell Bank Building, Madison Street and Ogden Avenue, or at the West Park Playgrounds. Application must be filed in the office of the Board before 5 P. M. of the day preceding the examination.

AVAILABLE PLAYGROUND WORKERS

The following list contains the names of persons who have indicated to the Playground and Recreation Association of America that they desire to engage in playground work. A brief statement is given in each case in regard to training and experience, and the names of people who are acquainted with them and their work.

** Indicates that the applicant desires a position as supervisor.*

† Indicates that the applicant desires a position for the entire year.

*** Apple, W. M., Ann Arbor, Michigan.**

Training: Graduate high school, Y. M. C. A. Institute and Training School, Purdue University, two years.
Experience: On playground in Chicago. Physical director, Y. M. C. A., three years. Settlement Chicago two years, high school two years.
References: A. W. Smalley, Ann Arbor, Mich.
H. M. Slauson, Ann Arbor, Mich.

Bill, Susan Woodford, 141 N. Professor St., Oberlin, Ohio.

Training: College, Physical training department, three years.
Experience: Student instructor.
References: Mrs. Ellen B. Hatch, Oberlin, Ohio.
Miss Faith Tenny, Oberlin, Ohio.

Bowers, Joseph Wm., Y. M. C. A. College, Springfield, Mass.

Training: Y. M. C. A. College, two years.
Experience: Boys' club work.
References: Dr. J. H. McCurdy, Y. M. C. A. College, Springfield, Mass.
Prof. G. B. Affleck, Y. M. C. A. College, Springfield, Mass.
N. B.—Desires work with colored children.

Butler, Alice E., Stone Hall, Wellesley, Mass.

Training: Graduate college, including playground course.
Experience: Playground instructor, three summers.
References: Miss Charlotte Rumbold, Secretary Public Recreation Commission, City Hall, St. Louis, Mo.
Miss Amy Homans, Wellesley College, Wellesley, Mass.

† Dalton, Lila, Read Hall, Columbia, Mo.

Training: Graduate college.
Experience: Gymnasium work and outdoor activities, four years.
References: Miss Rebecca Conway, Delta Gamma House, Columbia, Mo.
Miss Margaret Anstall, 1211 University Ave., Columbia, Mo.

Davis, Ralph A., 9 Gunn Square, Springfield, Mass.

Training: High school, two years. Mt. Hermon, two years. Y. M. C. A. Training School, one year.
Experience: Basket ball coach.
References: Joseph A. Goodhue, 13 Appleton Place, Leominster, Mass.
J. H. McCurdy, Training School, Springfield, Mass.

Davison, W. C., Princeton, N. J.

Training: Princeton University, three years.
Experience: Boys' club athletics.
References: Dr. E. Fauver, Princeton, N. J.
Dr. J. E. Raycroft, Princeton, N. J.

*** Dawkins, S. M., 419 West 118th Street, New York City.**

Training: Graduate Wofford College. Now a student Columbia University Law School.
Experience: Assistant Director at Speyer School Neighborhood House, three years. Director boys' club work, Union settlement, one year. Director of playgrounds two summers.
References: Howard Bradstreet, 265 Henry Street, New York City.
E. Stagg Whitin, Columbia University, New York City.

AVAILABLE PLAYGROUND WORKERS

Dodd, Alexander D., Princeton University, Princeton, N. J.

Training: University, one year.

Experience: Y. M. C. A. boys' work.

References: Mrs. Thomas Carter, 18 Bradford Place, Montclair, N. J.
Rev. Orville Reed, 74 Midland Ave., Montclair, N. J.

Ford, Charles E., 717 Franklin Street, Appleton, Wis.

Training: Senior Lawrence College, including playground course, track and basketball teams.

Experience: Mission work for sailors, one summer.

References: Prof. J. C. Lyner, Appleton, Wis.
Rev. Harry Milford, Superior, Wis.

*** French, Louise S., 308 W. 59th Street, New York.**

Training: Graduate Normal School of Physical Education.

Experience: Playground director, one year. Now instructor Rutgers Place Gymnasium.

References: Chas. E. Salek, 123 W. 112th St., New York.
Miss Marion F. Carter, 308 W. 59th St., New York.

Gardner, Earl D., 808 Northampton St., Easton, Pa.

Training: Graduate high school. College, two years. Y. M. C. A. and college gymnasium.

Experience:

References: Howard O. Stouffer, 1114 Ferry St., Easton, Pa.
Fred Fulmer, 220 South 7th St., Easton, Pa.

Hayes, Loretta Hawthorne, 42 Hawthorne St., Brooklyn, N. Y.

Training: Graduate Gilbert Normal School of Dancing.

Experience: Playground director, two years.

References: Miss Mari Hofer, 700 Oakwood Boulevard, Chicago, Ill.

Herrschaft, Coleman P., 263 Jefferson Ave., Brooklyn, N. Y.

Training: College, one year.

Experience: Y. M. C. A. boys' work, six years.

References: M. I. Foss, Bedford Ave. Y. M. C. A., Brooklyn, N. Y.
J. H. Diemer, 420 Gates Ave., Brooklyn, N. Y.

Higgins, Bess C., 116 Thorndike St., Brookline, Mass.

Training: Graduate high school. Courses in dancing and playground methods.

Experience: Teacher of dancing, six years.

References: Rev. Edward Cummings, Irving St., Cambridge, Mass.
Miss Alma Greenwood, Gilbert School of Dancing, 200 Huntington Ave., Boston, Mass.

Kingman, Doris, School of Music, Phoenix, Ariz.

Training: Graduate school of expression; Hinman School of Dancing.

Experience: Teacher dancing and physical culture, six years.

References: Mrs. Shirley Christy, School of Music, Phoenix, Ariz.
Miss Mary W. Hinman, 1452 E. 53rd St., Chicago, Ill.

Lashman, L. Edward, Port Norris, N. J.

Training: Graduate high school. Gymnasium courses.

Experience: Playground director, one year. Scout master.

References: Miss Amelia J. Allen, Principal Webster School, Philadelphia, Pa.
Capt. Harrison Hollinger, Port Norris, N. J.

Locke, Alice B., 17 Ridge Street, Winchester, Mass.

Training: Graduate Sargent School of Physical Education, including playground course.

Experience: Student instructor.

References: D. A. Sargent, 8 Everett St., Cambridge, Mass.
Carl Schrader, 8 Everett St., Cambridge, Mass.

Loomis, L. Elta, 706 Emmet St., Ypsilanti, Mich.

Training: Graduate normal school and university. Sargent School of Physical Education, one summer.

Experience: Grade and high schools, nine years. Instructor physical training, normal schools, six and one half years.

References: Prof. W. P. Bowen, Ypsilanti, Mich.
Prof. C. T. Tambling, Mt. Pleasant, Mich.

AVAILABLE PLAYGROUND WORKERS

Millington, Edna, 240 Bedford Ave., Mt. Vernon, N. Y.

Training: Normal college, one and one-half years. Now junior. Normal School Physical Education.
 Experience: Gymnasium assistant, one year. Now instructor Rutgers Place Gymnasium.
 References: Charles E. Salek, 123 W. 112th St., New York.
 Miss Marion F. Carter, 308 W. 59th St., New York.

O'Grady, Amy T., 802 West 181st St., New York City.

Training: Brooklyn Manual Training High School, two and one half years. New York School of Philanthropy, one summer. Playground course. Training in folk dancing.
 Experience: In charge of playground, two summers; church settlement, one winter.
 References: Deaconess Boyd, 209 East 42nd St., New York City.
 Herbert Parker, Plainfield, N. J.

Richmond, C. M., Y. M. C. A., Dallas, Texas.

Training: Graduate Y. M. C. A. Training School. College, three years. Business course.
 Experience: Athletic director of boys, eight years. Playground director, two weeks.
 References: W. A. Lloyd, Y. M. C. A., Jacksonville, Fla.,
 J. B. Raitt, Playground Commission, Los Angeles, Cal.

Sawyer, Edith B., 693 Morrison St., Appleton, Wis.

Training: Graduate normal school, kindergarten department.
 Experience: Kindergarten director, three years.
 References: Frank P. Young, 912 Washington St., Appleton, Wis.
 A. M. Lewis, 838 Appleton St., Appleton, Wis.

Scatterday, John A., Dept. of Recreation, Columbus, Ohio.

Training: Senior Ohio State University.
 Experience: Columbus playgrounds, two years. Gymnasium instructor, one year. Now supervisor children's gardens.
 References: R. S. Wambold, Department of Recreation, Columbus, Ohio.
 M. G. Bailey, Y. M. C. A., Columbus, Ohio.

Smith, Katherine F., 160 Prospect St., Cambridge, Mass.

Training: Graduate normal school.
 Experience: Director athletics on playgrounds, one summer. Leader of organized play and folk dancing in public schools.
 References: A. C. Boyden, Bridgewater, Mass.
 Mrs. George Whiting, 61 Mt. Vernon St., Somerville, Mass.

† Wade, Rosetta M., 218 E. 72nd St., New York City.

Training: Graduate academy. Folk dancing course.
 Experience: Church settlement and social work.
 References: J. Beatty, Arsenal, Central Park, New York City.
 A. Corbett, Arsenal, Central Park, New York City.

Watson, Irene, 1593 Massachusetts Ave., Cambridge, Mass.

Training: Graduate State Normal School. Physical training course including playground methods. Now student Sargent Normal School.
 Experience: Teacher physical training, one year.
 References: Carl Schrader, Sargent School, Cambridge, Mass.
 Miss Nina Lamken, Physical Director, Macomb, Ill.

*** Weems, T. R., 281 Houston St., Atlanta, Ga.**

Training: High school; Y. M. C. A. Training School, one year. Y. M. C. A. Summer School, four years.
 Experience: Y. M. C. A. physical director, seven years. Playground director, two summers. Now physical training director Georgia School of Technology.
 References: Dr. Theodore Toepel, Candler Bldg., Atlanta, Ga.
 Geo. F. Enbanks, Atlanta, Ga.

A SOCIAL CENTER MOTION PICTURE

The Division of Recreation of the Russell Sage Foundation has co-operated with the Edison Company in the production of a photoplay on the social center. It is called "Charley's Reform" and shows how a young man was saved from a fast life through the attractions of a recreation center maintained in a public school building. The scenario was prepared by Clarence Arthur Perry. The film was released for exhibition on April 3, 1912. Full information regarding it can be obtained by addressing its sponsors at 400 Metropolitan Tower, New York City.

